

US EPA ARCHIVE DOCUMENT



STATE OF TENNESSEE  
DEPARTMENT OF ENVIRONMENT AND CONSERVATION  
DIVISION OF AIR POLLUTION CONTROL  
9<sup>TH</sup> FLOOR L&C ANNEX  
401 CHURCH STREET  
NASHVILLE, TENNESSEE 37243-1531

December 30, 2002

J. I. Palmer, Jr.  
Regional Administrator  
United States Environmental  
Protection Agency  
Region IV  
Sam Nunn Atlanta Federal  
Center  
61 Forsyth Street, SW  
Atlanta, Georgia 30303

Re: Clean Air Act – Early Action Compacts

Dear Mr. Palmer:

This letter is to confirm that eight early action compacts have been forwarded under separate cover to Ms. Kay Prince of your staff. The early action compacts are for the following areas:

- Memphis Area
- Nashville Area
- Chattanooga Area
- Knoxville Area
- Tri-Cities Area
- Putnam County
- Lawrence County
- Haywood County

In preparing these documents, we worked closely with the four local air pollution control programs of Tennessee and the states of Georgia, Mississippi and Arkansas. I understand that the other states are forwarding their component of an early action plan for an MSA shared with Tennessee to you under separate cover.

Mr. Palmer  
December 30, 2002  
Page Two

If your staff should have any questions, they should contact my deputy, Quincy Styke III or me at (615) 532-0554. We look forward to working with EPA in the next few months as we determine the scope of the air quality improvement plans for the above-listed areas. As the scope of those plans is developed, the signatories will make a determination to see if they wish to continue to remain in an early action compact.

Sincerely,



Barry R. Stephens, P. E.  
Technical Secretary  
Tennessee Air Pollution Control Board

Copy to: Kay Prince, EPA Region IV  
Tennessee Air Pollution Control Board  
Tennessee Local Air Programs  
State of Georgia  
State of Mississippi  
State of Arkansas

**EARLY ACTION COMPACT  
FOR THE  
State of Tennessee and Memphis MSA**

---

**Prepared for**  
**U. S. Environmental Protection Agency**  
**Region 4**  
**Atlanta, Georgia**

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## **1.0 PURPOSE OF THE EARLY ACTION COMPACT**

This Early Action Compact (EAC) serves as a Memorandum of Agreement among government agencies representing, collectively, local governments, state governments, including the Tennessee Air Pollution Control Board (TAPCB), and the United States Environmental Protection Agency (EPA). It is for the express purpose of commitment to EPA's "Protocol for Early Action Compacts Designed to Achieve and Maintain the 8-Hour Ozone Standard".

The "Protocol" allows for early voluntary 8-hour air quality improvement plans to be developed through a "Compact" between Local, State, and EPA officials for areas that are in attainment for the 1-hour ozone standard, but approach or monitor exceedances of the 8-hour standard. All areas in Tennessee, Mississippi and Arkansas in the Memphis MSA are currently designated in attainment of the 1-hour ozone standard and, based on preliminary data for 2000 through 2002 a number of areas may not be in attainment of the 8-hour ozone standard. Thus, the areas are eligible and a good candidate for the Early Action Compact.

The EAC requires the development of an early action plan that includes all necessary elements of a comprehensive air quality plan, but is tailored to local needs and driven by local decisions. As long as all Compact terms and milestones are met, the effective date of nonattainment designations is deferred, as are related requirements. The early action approach will offer a more expeditious timeline for achieving emissions reductions than EPA's expected 8-hour implementation rulemaking, while providing "fail-safe" provisions for the area to revert to the traditional State Implementation Plan (SIP) process if specific milestones are not met. Currently, EPA plans to make the designations for the 8-hour ozone standard in 2004.

According to the latest EPA guidance, this Compact is to be executed no later than December 31, 2002. The air quality improvement plan required of the Compact is to be completed and its elements submitted to the EPA no later than December 31, 2004 to be incorporated into the Tennessee State Implementation Plan.

## **2.0 BACKGROUND**

### **2.1 Air Quality Status/Trends in Tennessee**

The entire State of Tennessee is currently in attainment for all pollutants with established National Ambient Air Quality Standards. Portions of the State however, are not expected to be in attainment with the 8-hour ozone standard by the end of 2002.

Table 1 provides a summary of the Memphis MSA, 4<sup>th</sup> highest 8-hour average readings for 2000, 2001, and 2002 and the design value for the three year period. A design value of 85 ppb or greater represents a nonattainment situation, thus the Memphis, MSA area is potentially classified with a nonattainment designation.

**TABLE 1**

**Summary Data for 8-Hour Ozone at the Tennessee Monitoring Sites Within the Memphis MSA for 2000-2002**

County	Site Name	MONITOR ID	2000 4th Max.	2001 4th Max.	2002 4th Max.	Design Value PPM
Shelby Co	1330 Frayser Blvd	471570021 - 1	0.091	0.084	0.086	0.087
Shelby Co	6855 Mudville Rd. Edmond Orgill Park	471571004 - 1	0.093	0.09	0.088	0.090

Data Source Table 1. Final 2002 Data. The ozone data for DeSoto County, Mississippi and Crittenden County, Arkansas are available on the EPA network.

## **2.2. History of Local Air Quality Planning Efforts**

### **Inspection and Maintenance Programs:**

The city of Memphis began its vehicle emissions testing program in August, 1983. Memphis has a basic testing program on all vehicles less than 26,000 pounds Gross Vehicle Weight Rating (GVWR).

### **Stage I and II Vapor Recovery:**

Stage I and II requirements have been in place since the late 1970s for Shelby county.

### **Reclassification status for old 1 hour ozone non-attainment areas in Tennessee.**

As of December 2002, the previous nonattainment area maintenance plan is in place and has been fully implemented. The Memphis area also has an effective I/M program as described above.

MEMPHIS, TN

01/17/1995 60 FR Page 3352 Final Approval Redesignation to Attainment

Effective May 5, 2002 the TVA Allen Steam Plant, a coal-fired utility, completed installation of Selective Catalytic Reduction on two EGU's. TVA documented reductions of 6,152 Tons of Nitrogen Oxides emissions during the 2002 ozone season. TVA will complete installation of the Selective Catalytic Reduction on the third EGU by May 5, 2003 to achieve further reductions of approximately 2,200 tons of Nitrogen Oxides during the 2003 ozone season.

### **Ozone forecasting and outreach programs.**

Beginning in April 2001 and culminating in September 2002, a statewide effort was undertaken to develop and implement an effective ozone forecasting and public outreach program. The ozone forecasting project focused on the existing metropolitan areas of the state with the support of the local air pollution control agencies, EPA, TVA and the state Air Pollution Control Division.

Several areas of the state are developing or participating in public outreach programs to encourage voluntary measures that can be taken on Ozone Action Days to help minimize emissions of precursor chemicals that contribute to ozone formation and exceedances.

Ozone forecasts were prepared and issued for the Memphis area in Tennessee in both 2001 and 2002. The National Weather Service and meteorologists for local media help publicize air quality information throughout the ozone season.

### **2.3 The Early Action Compact/Air Quality Improvement Plan**

Areas formally declared in violation of the NAAQS are designated "nonattainment areas" and must meet certain Clean Air Act requirements such as:

- A. New Source Review – requires a comprehensive review of new or expanded industrial operations to minimize air pollution. Emissions controls requirements are more stringent and costly than for attainment areas.
- B. Transportation Conformity – requires a demonstration that regional long-range transportation plans will not negatively affect progress toward attainment or federal highway funds can be withheld.
- C. Rate of Progress Requirements – a certain percentage of pollutants must be reduced each year.
- D. Failure to Attain – consequences of failure to reach attainment by the specified date include stricter control measures and the potential for stiff penalties.
- E. 10-year Maintenance Plan – includes additional or continuing mandatory programs for 10 years following attainment.

The area's participation in the Early Action Compact Protocol offers several key advantages relative to the traditional nonattainment SIP process. These include:

- A. The EAC Protocol is designed to achieve clean air sooner than would be expected under the traditional nonattainment process.
- B. The EAC Protocol affords the signatories greater flexibility in selecting emission reduction measures and programs that are best suited to local needs and circumstances.
- A. The EAC Protocol ensures deferral of nonattainment designation and related requirements, thereby avoiding the stigma, cost, and economic development impacts associated with a nonattainment designation while the protocol remains in effect.

The cornerstone of the Early Action Compact Protocol is the Air Quality Improvement Plan (AQIP) developed to reduce local ozone-forming emissions and lower summertime



ozone levels. It is the official attainment/maintenance plan for the area to be developed under the EAC Protocol agreement. It is a comprehensive air quality plan that will be incorporated into a formal Tennessee State Implementation Plan, and the area will be required to carry out this plan just as in nonattainment areas. Unlike a nonattainment area SIP plan, though, the AQIP will be tailored to local needs and driven by local decisions. The specific elements required of the AQIP are described below in Section 3.2. According to the EAC Protocol, it must be completed and submitted by no later than December 31, 2004, to the EPA to be incorporated into the State SIP. However, recent guidance from EPA requires that the local plan must be complete and submitted to the State and EPA by March 31, 2004 to provide adequate time for Tennessee to adopt the plan as a State rule prior to submittal to EPA as a SIP revision by December 31, 2004.

## **2.4 Regional Interstate Coordination**

Tennessee participated in the Southern Appalachian Mountains Initiative and currently participates in VISTAS to coordinate air quality management in a multi-state fashion. Tennessee is also currently participating in ATMOS with the neighboring states in West Tennessee.

The Arkansas-Tennessee-Mississippi Ozone Study (ATMOS) has been underway for three years. Contractor SAI, Inc. has met with the Technical Committee and Policy Committee to refine the representative episode, complete a regional emission inventory, and conduct seven sensitivity runs to date. The latest meeting was December 6, 2002. The model will guide selection of the most cost-effective control strategies. A modeling expert from EPA Region IV has regularly attended ATMOS meetings. Mississippi has representatives in the Memphis Metropolitan Planning Organization who regularly participate in meetings of the MPO.

## **3.0 MEMORANDUM OF AGREEMENT**

This Early Action Compact (EAC) is a Memorandum of Agreement among the local governments in the Memphis MSA (Shelby, Tipton, Fayette) including the Memphis/Shelby County Local Air Pollution Control Program, the state government represented by the TAPCB and TDEC, and the United States Environmental Protection Agency (EPA). It is anticipated that this compact will be supported by the States of Mississippi and Arkansas and the local governments of DeSoto County, Mississippi and Crittenden County, Arkansas. It is for the express purpose of developing and implementing an Air Quality Improvement Plan (AQIP) that will reduce ozone levels throughout all of Tennessee and to maintain compliance with the 8-hour ozone standard statewide.

### **3.1 General Provisions**

- A. The signatory parties commit to develop, implement and maintain the AQIP according to Protocol for Early Action Compacts endorsed by EPA on June 19, 2002 (as supplemented in a letter dated October 18, 2002,

from Gregg Cooke, EPA, to Robert Huston, Texas Commission on Environmental Quality), and adhere to all terms and conditions stated in the Protocol. On November 14, 2002, EPA finalized its Early Action Compact guidance memorandum for state and local governments that spelled out specific milestones and tasks for a state or local government to qualify for an early action compact.

- B. If the area fails to meet all the terms of the EAC, including meeting agreed-upon milestones, then it will forfeit its participation and will be subject to designation as nonattainment according to EPA's 8-hour ozone implementation rules.
- C. Before formal adoption into the Tennessee SIP, this agreement may be modified or terminated by mutual consent of all signatory parties, or any party may withdraw from the agreement. The local government signatories will approve the AQIP before it is submitted to the TAPCB for inclusion in the SIP. Once the AQIP elements are incorporated into the SIP, any modifications will be treated as SIP revisions.
- D. The signature date of the EAC is the start date of the agreement's term and the agreement remains in effect until December 31, 2007, except as specified above.

### **3.2 Air Quality Improvement Plan**

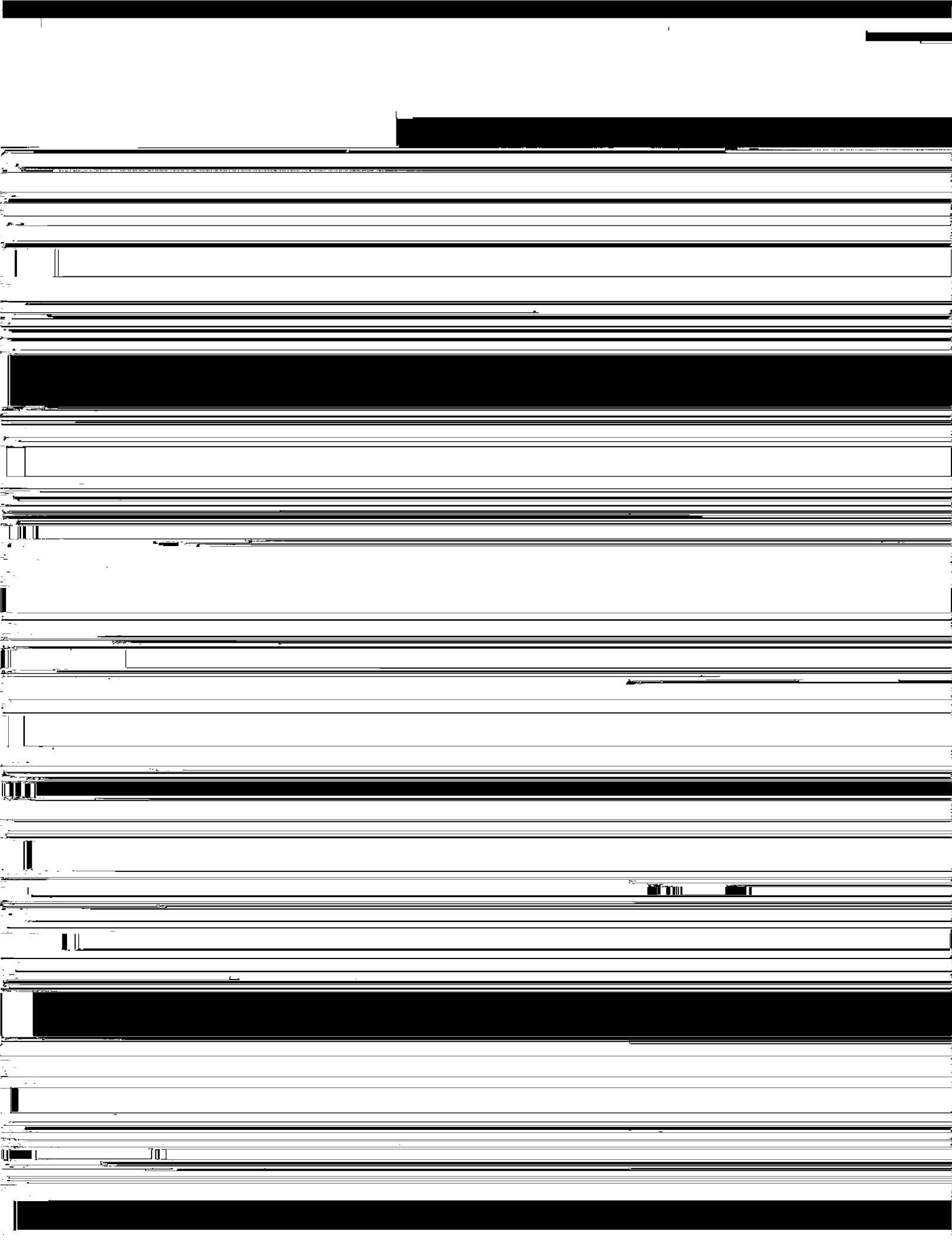
The state and local governments agree to develop and implement an AQIP that will demonstrate attainment of the 8-hour ozone standard by December 31, 2007, and maintenance until at least 2012. The state and local governments will develop this plan in coordination with EPA, stakeholders, and the general public. The AQIP will include a process monitor and maintain long-term compliance with the standard. The AQIP will be finalized and submitted to EPA by March 31, 2004 for submittal by December 31, 2004, for SIP amendment. If a development or issue arises that may impact performance or progress toward milestones, the state or local government signatories will immediately notify all other signatories.

The AQIP will address the following major elements.

#### ***3.2.1 Milestones and Reporting***

To facilitate performance monitoring and communication with the EPA, TAPCB, and stakeholders, the EAC protocol requires that the EAC include clearly measurable milestones for the development and implementation of the AQIP. Major milestones established for this EAC are shown below in Table 2. The individual participants representing their respective area will assess and report all progress relative to these milestones to the state which in turn will report all progress relative to these milestones in a regular, public process at least every six months.

Table 2. Major Milestones for the Tennessee State and Local Early Action Compact.



Where practicable, trends in emissions from the various source categories will be analyzed to provide a better understanding of emissions trends statewide and to facilitate verification of accuracy of the inventories.

### **3.2.3 Modeling**

All modeling will be based on the "Draft Guidance on the Use of Models and Other Analyses in Attainment Demonstrations for the 8-hour Ozone NAAQS" (EPA-454/R-99-004, May 1999). The modeling will follow the guidance as facilitated by the EPA Regional Office. Regional airshed modeling for the Air Quality Improvement Plan will employ an EPA-accepted modeling technique and appropriate EPA guidance for SIP-level modeling. Modeling protocol development, episode selection, model input preparation, and actual model simulations will involve close collaboration and agreement of the participating representatives, TAPCB, and EPA. There may also be opportunity to coordinate with representatives of

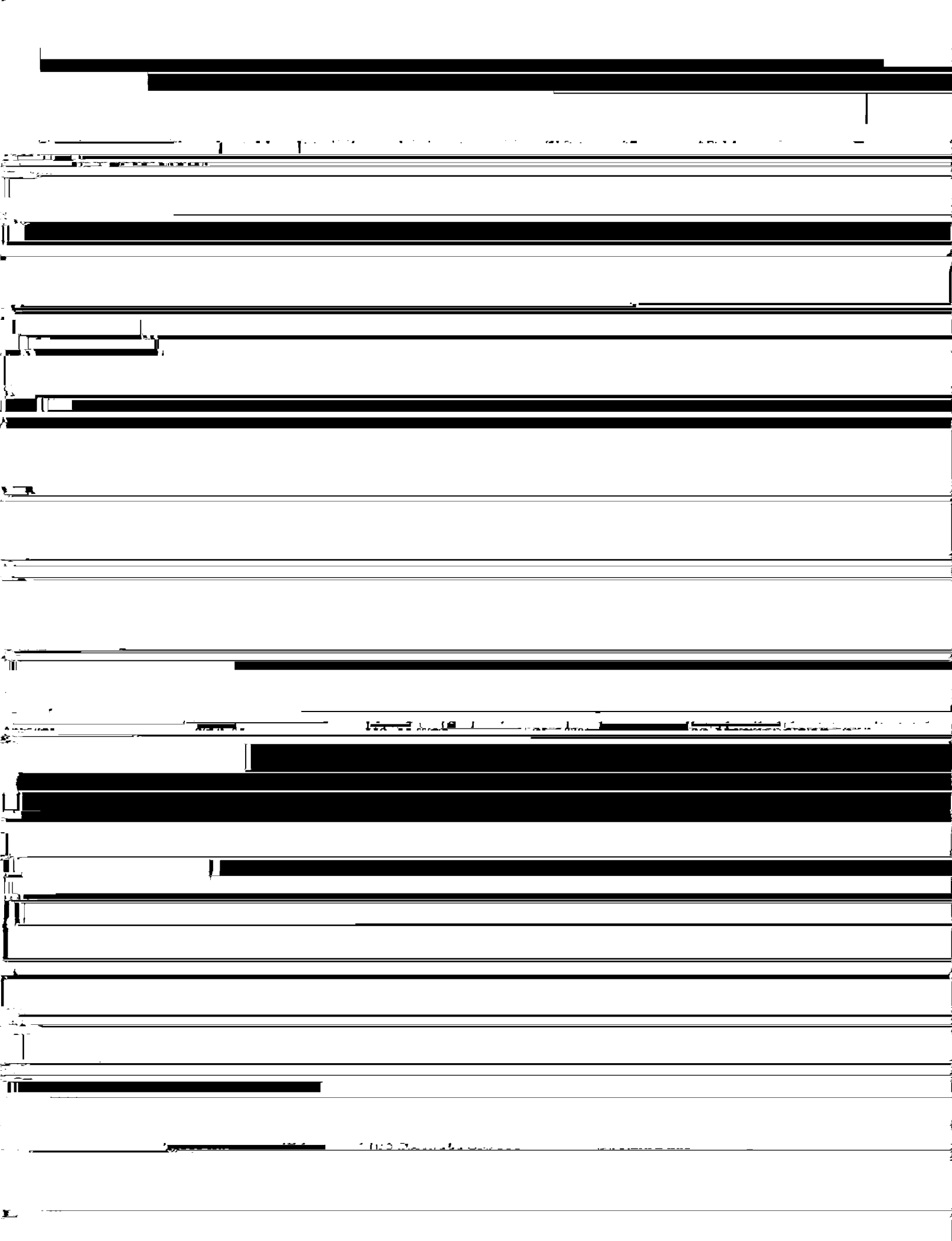
Base case and future case (2007) modeling are scheduled to be completed by September 30, 2003. Control strategy modeling including direction (e.g. effectiveness of VOC vs. NOx controls) and range finding (percent reduction scenarios – i.e. needed reduction levels) as well as control strategies scenarios are scheduled to be completed by November 30, 2003.

All adopted Federal and State emission reduction measures that have been or will be implemented by March 31, 2005, will be included in base case, future case, and control strategy modeling.

Modeling efforts will be carefully documented. Model performance will be assessed to assure conformance with EPA's accepted model accuracy criteria. A technical support document describing the modeling effort and attainment demonstration will be part of the AQIP submittal.

### **3.2.4 Emission Reduction Strategies**

Following research of various emission reduction strategies and, with guidance provided by testing of various strategies with the developed regional airshed modeling, the participating stakeholders will select and adopt local emission reduction measures necessary to support demonstration of attainment of the 8-hour ozone standard by December 31, 2007. The research, selection, and adoption process for the local measures is scheduled to be completed by March 30, 2004. However, recent EPA guidance requires that likely local measures being considered for the AQIP should be identified and described by June 16, 2003.



strategies, and any other issues important to the participants. Interested stakeholders will be involved in the planning process as early as possible. They will be provided advance notice of meeting times, locations, and agenda for planning meetings. Plan drafts will be publicly available, and the document development process will have sufficient opportunities for comment from all interested stakeholders. Stakeholders will include, at a minimum, local environmental groups, Chambers of Commerce and other business groups, and the transportation community. Public comment on the proposed final AQIP will follow the normal SIP revision process as implemented by TAPCB. Semi-annual reports detailing, at a minimum, progress toward milestones will be publicly presented and available.

### **3.3 Local, State, and EPA Commitments**

#### ***3.3.1 State and Local Commitments***

The State, including TDEC, and Local Governments will jointly hold responsibility for the development and implementation of the early action plan (Air Quality Improvement Plan), as well as for maintaining communication with all parties to the Compact. The Memphis Local Air Pollution Control Program will be the lead agency in Shelby County and TDEC will be the lead agency for the remaining Memphis MSA counties. Other responsibilities include:

- A. Drawing up the Compact, which embodies the requirements described in the EAC Protocol, including a time line for milestones;
- B. Completing and signing by all parties of the Early Action Compact no later than December 31, 2002;
- C. Completing and adopting the emission reduction measures elements of the AQIP as part of the SIP no later than March 31, 2004.
- D. Notifying parties as soon as possible if Compact milestones will be missed or have been missed;
- E. Notifying parties as soon as possible if Compact modification/termination is to be requested.

#### ***3.3.2 TDEC Commitments***

The State, represented by TDEC and TDOT, will provide support to all participants throughout the planning and implementation process. Areas of support will include:

- A. Technical assistance in the development of emission inventories, modeling process, trend analysis, and quantification and comparison of emission reduction strategies;
- B. Necessary information on all Federal and State adopted emission reduction measures which affect the area;
- C. Critical third party review of emissions inventory, modeling, and self-evaluation work;

- D. Technical and strategic assistance, as appropriate, in the selection and implementation of emission reduction strategies;
- E. Technical and planning assistance in developing and implementing processes to address the impact of emissions growth beyond the attainment date;
- F. Maintenance of monitors and reporting and analysis of monitoring data;
- G. Support for public education efforts;
- H. Coordinate communication between stakeholders and EPA to facilitate continuing EPA review of local work;
- I. Propose a modification of the SIP to adopt the appropriate elements of the AQIP;
- J. Adoption of emission reduction strategies into the SIP as expeditiously as possible. The final complete SIP revision must be completed, adopted, and submitted by the state to EPA by December 31, 2004.

### ***3.3.3 Tennessee Air Pollution Control Board Commitments***

The Tennessee Air Pollution control Board, in consultation with TDEC, the local governments, interested stakeholders and members of the public will help to ensure that actions under the Early Action Compact are tailored to the needs of the Memphis MSA and that adequate progress is attained under the AQIP. In consultation with the aforementioned, the Tennessee Air Pollution Control Board will:

- A. By February 1, 2003 develop a plan for routine state-level consultation with members of the environmental, public health and business communities as well as opportunities for timely public input and comment.
- B. By March 1, 2003, develop measurable goals and milestones, building on those listed in Table 2: identify the consequences of failure to achieve goals and milestones and provide samples of acceptable control measures for the AQIP.
- C. Every 6 months conduct a formal review of progress attained under the EAC, including determining whether the terms of the EAC, in general and with respect to each local area, should be modified or revoked.

### ***3.3.4 EPA Commitments***

The EPA will recognize the State and Local commitment to voluntarily adopt an early, substantive, scientifically-based and enforceable attainment plan with early

implementation of control measures by becoming a party to the Early Action Compact developed in conformance with the EPA's EAC Protocol. EPA responsibilities include:

- A. Provided that the monitors in the Memphis MSA reflect attainment by December 31, 2007, EPA will move expeditiously to designate those areas as attainment and impose no additional requirements other than those federally approved SIP revisions undertaken pursuant to this Early Action Compact. The Office of Management and Budget (OMB) has announced changes for Core Based Statistical Areas (65 FR 82228, 12/27/2000 FR ) and plans to publish new lists of areas in June 2003. EPA will be evaluating OMB's new lists after they are released to determine whether they concur and/or can still use OMB's new definition for purposes of the starting point for nonattainment area boundaries. At that time EPA will also look at the nonattainment boundary guidance memo of 3/28/2000 to see if it might need updating based on the OMB work.
- B. If monitors in the Memphis MSA reflect nonattainment when EPA's 8-hour implementation guidelines call for designations or at any time during the area's participation in the Early Action Compact, EPA will defer the effective date of nonattainment designation and related requirements for the area as long as all terms and milestones of the compact are being met, including submission of the early action SIP revision by 2004.
- C. The EPA will provide technical assistance to all Memphis MSA participants in the development of the AQIP.
- D. The EPA will move quickly to review and approve completed plans by no later than nine months after submission of the SIP revision by TDEC.
- E. Provided that the area has progressed from nonattainment to attainment status by December 31, 2007, EPA will move expeditiously to designate the area as attainment and impose no additional requirements.
- F. If at any time the area does not meet all the terms of this compact, including meeting agreed-upon milestones, then it will forfeit its participation and be designated (or re-designated if necessary) according to EPA's 8-hour ozone implementation guidelines. The EPA will offer such an area no delays, exemptions or other favorable treatment because of its previous participation in this program.
- G. If any of the monitors identified in Table 1 violates the standard after December 31, 2007, the area will be designated nonattainment. TDEC will then submit a revised attainment demonstration SIP revision according to the Clean Air Act (CAA) and EPA's 8-hour implementation rule, unless the 8-hour implementation schedule requires SIPs from 8-hour nonattainment areas before December 31, 2008. In that event, a revised



attainment demonstration SIP revision for the participating area will be due as soon as possible but no later than December 31, 2008. In no event will EPA extend the attainment date for the area beyond that required by the CAA and/or EPA's 8-hour implementation rule.

- H. The region will not be allowed to renew this EAC after December 31, 2007, or to initiate a new compact if it has previously forfeited its participation.

### **3.4 Termination Provision:**

This Early Action Compact is offered to EPA in good faith as a way to achieve clean air quicker with the opportunity to tailor a control plan in the most beneficial way possible for the Memphis MSA. It is expressly declared that prior to adoption of early control measures into the Tennessee SIP, a signatory to this Early Action Compact may opt out of the process by filing a written notice to the other signatories. In filing said written termination notice, the terminating entity will revert to the routine attainment designation process provided in the Clean Air Act and its implementing regulations in effect at the time of the signing of this document. If any of the counties of Shelby, Tipton or Fayette opt out of this process, the Memphis MSA Compact shall be terminated since these counties are a part of a single transportation conformity modeling process through the Memphis Area MPO. It is also recognized that if EPA deems any terminating entity's emissions are critical to the success of an Early Action Compact, EPA may nullify the Early Action Compact for the entire MSA.

In evaluating certain public participation documents that were filed as part of the process that created this document, it is apparent that not all entities agree with the concept of an Early Action Compact. If litigation should ensue that results in the inability of any entity to live up to the commitments made including actual SIP revisions, then the signatories shall have the option of withdrawing all or part of any SIP revision given to EPA as part of the Early Action Compact and EPA shall honor that withdrawal.

Dec-31-02 11:50am From-DIRECTOR/APTMD

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## 3.5 Signatures

The signatory below, as authorized by the Tennessee Air Pollution Control Board Resolution approved December 11, 2002, has agreed to this Early Action Compact, which becomes effective on December 27, 2002. All other signatories shall be attached as appropriate.

  
Mr. Richard A. Bolton, Vice-Chairman  
Tennessee Air Pollution Control Board

Dec. 27, 2002  
Date

  
J. F. Palmer, Jr.  
Regional Administrator  
Region 4

12-31-02  
Date

  
George A. Cooke  
Regional Administrator  
Region 6

12-31-02  
Date

#### 4.0 Table of Acronyms as Used in this Document

MSA	Metropolitan Statistical Area
EAC	Early Action Compact
EPA	Environmental Protection Agency
TAPCB	Tennessee Air Pollution Control Board
SIP	State Implementation Plan
ppb	parts per billion
GVWR	Gross Vehicle Weight Rating
OBD II	On Board Diagnostics
I/M	Inspection and Maintenance
TVA	Tennessee Valley Authority
NAAQS	National Ambient Air Quality Standards
AQIP	Air Quality Improvement Plan
SAMI	Southern Appalachian Mountain Initiative
VISTAS	Visibility Improvement State and Tribal Association of the Southeast
VOC	Volatile Organic Compound
NO <sub>x</sub>	Nitrogen Oxide
TDEC	Tennessee Department of Environment and Conservation
MPO	Metropolitan Planning Office
TDOT	Tennessee Department of Transportation
CAA	Clean Air Act

## **BEFORE THE TENNESSEE AIR POLLUTION CONTROL BOARD**

### **CLEAN AIR EARLY ACTION RESOLUTION**

WHEREAS, the federal Clean Air Act ("CAA") requires that air quality in every state meet health based National Ambient Air Quality Standards, which includes a standard for ground level ozone;

WHEREAS, in 1997, the Environmental Protection Agency promulgated an 8-hour ground level ozone standard;

WHEREAS, ground level ozone is a prime ingredient in smog during the warmer weather seasons and can act as an irritant that may aggravate respiratory diseases and otherwise affect human health;

WHEREAS, monitoring by the Tennessee Department of Environment and Conservation and the four local air programs operating under a Certificate of Exemption from the board indicates that certain counties in Tennessee, may be approaching or exceeding the 8-hour ground level ozone standard;

WHEREAS, exceedance of the 8-hour ground level ozone standard by a county will cause that county or portions of that county to be classified as "non-attainment" for ground level ozone under the CAA;

WHEREAS, a non-attainment classification may result in restrictive permitting requirements including a defined growth policy for industry and restrictions on the distribution and use of federal highway funds within a non-attainment county, thereby resulting in negative economic impacts and diminished job growth;

WHEREAS, Section 68-201-103 of the Tennessee Air Quality Act instructs the Board and Department of Environment and Conservation to protect air quality in such a fashion as to maximize industrial development and full employment levels in the state;

WHEREAS, the local officials of counties of the state that may be exceeding the 8-hour ground level ozone standard place great value and importance on the health of their citizens and the related need for clean air;

WHEREAS, the Tennessee Air Pollution Control Board views participation in the Early Action Program as a proactive means of achieving compliance with the 8-hour ground level ozone standard ahead of the federally-mandated compliance date while avoiding unnecessary and burdensome federal restrictions that normally apply to non-attainment areas.

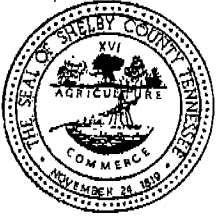
NOW, THEREFORE, in recognition of the above provisions, the Tennessee Air Pollution Control Board adopts this resolution to express its support for the process of developing Early Action Compacts for potential nonattainment areas of Tennessee in conformity with EPA's guidance on this subject. Further, the Board authorizes its Vice-Chair to sign any and all Early Action Compacts (EACs) whose language generally conforms with the draft Early Action Compact endorsed on December 11, 2002, and which are submitted individually or collectively by local governments comprising a potential nonattainment area as a cooperative means of improving air quality to meet applicable state and federal air quality standards. By entering into this resolution, the Board expects the Participating Counties to agree to the following:

1. Each Participating County will provide individuals to serve on a Steering Committee for each local area. The Steering Committee shall be representative of stakeholder interests, including but not limited to public health groups, environmental groups, the business community, transportation planners, and others. The Steering Committee will strive to finalize an Air Quality Improvement Plan. The Air Quality Improvement Plan is intended to direct implementation of proactive measures that will bring the Participating Counties into compliance with the 8-hour ozone standard consistent with Tennessee's Early Action Compact.
2. Once an Air Quality Improvement Plan is developed by the Steering Committee, each of the Participating Counties will consider adoption of the Air Quality Improvement Plan within the boundaries of the respective participating Counties consistent with the goals of the Early Action Compact.

Entered and approved by the following Board members on this, the 11<sup>th</sup> day of December, 2002.

Rollin M. Hall  
John D. Sewell  
Stephen R. Brown  
Richard A. Bolton  
Gregory B. Carter  
John F. Cox  
Thany G. Givens

Wilton Burnett, Jr.  
Michael T. Crompton  
Sharon G. Galloway  
Larry Waters  
\_\_\_\_\_  
\_\_\_\_\_  
\_\_\_\_\_



# Shelby County Government

A C Wharton, Jr.  
Mayor

December 20, 2002

Mr. Barry Stephens  
Technical Secretary  
Tennessee Air Pollution Control Board  
9<sup>th</sup> Floor, L & C Annex  
Tennessee Department of Environment and Conservation  
401 Church Street  
Nashville, TN 37243-1531

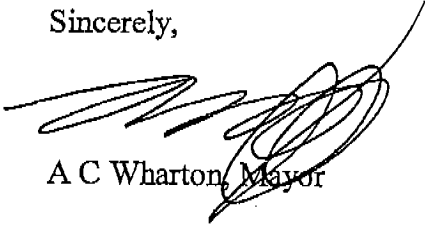
**SUBJECT: Memphis Metropolitan Statistical Area  
Tennessee Early Action Compact**

Dear Mr. Stephens:

Upon evaluation of the document entitled **Early Action Compact** for the State of Tennessee and Memphis Metropolitan Statistical Area, I have concluded that the compact serves the best interest of the citizens of Shelby County. It is the intention of Shelby County at this time to support the Early Action Compact and to participate in the stakeholder process to develop an area wide plan. I therefore sign this document with the express understanding that once the specific measures needed to stay in the compact are made known to me, I have the option of canceling Shelby County participation in the compact. The opting-out of my area will result in the 8-hour ozone designation process returning to status quo with no penalty to the area that I represent.

I certify that I have the necessary authority to enter into a commitment of this nature and bind the area that I represent.

Sincerely,



A C Wharton, Mayor

cc: Yvonne S Madlock, Director Memphis & Shelby County Health Department  
John Fowlkes, CAO  
Diane Arnst, Memphis & Shelby County Health Department  
Carter Gray, MPO

# City of Memphis



COPY

DR. WILLIE W. HERENTON  
MAYOR

TENNESSEE

December 19, 2002

Mr. Barry Stephens  
Technical Secretary  
Tennessee Air Pollution Control Board  
9<sup>th</sup> Floor, L & C Annex  
401 Church Street  
Nashville, TN 37243-1531

Re: Memphis Metropolitan Statistical Area  
Tennessee Early Action Compact

Dear Mr. Stephens:

Upon evaluation of the document entitled Early Action Compact for the State of Tennessee and Memphis Metropolitan Statistical Area, I have concluded that the compact serves the best interest of the citizens of the City of Memphis. It is the intention of the City of Memphis at this time to support the Early Action Compact and to participate in the stakeholder process to develop an area wide plan. I therefore sign this document with the expressed understanding that once the specific measures needed to stay in the compact are made known to me, I have the option of canceling City of Memphis participation in the compact. The opting-out of my area will result in the 8-hour ozone designation process returning to status quo with no penalty to the area that I represent.

I certify that I have the necessary authority to enter into a commitment of this nature, and bind the area that I represent.

Sincerely,

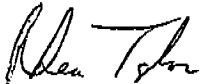
W. W. Herenton

cc: Diane Arnst, Memphis Shelby County Health Department  
Carter Gray, MPO  
Rick Masson, CAO  
Jerry Collins, Director of Public Works  
Wain Gaskins, City Engineer

## Endorsement Letter For Entering Into An Early Action Compact

Upon evaluation of the document entitled *Early Action Compact for the State of Tennessee and Fayette County*, I have concluded that the compact serves the best interest of the citizens of Fayette County. I therefore sign this document with the express understanding that once the specific measures needed to stay in the compact are made known to me, I have the option of canceling Fayette County's participation in the compact. The opting-out of my area will result in the attainment designation process returning to status quo with no penalty to the area that I represent.

Fayette County supports the compact and will participate in the stake holder process to develop a local action plan.



Rhea Taylor

Fayette County Mayor

Title

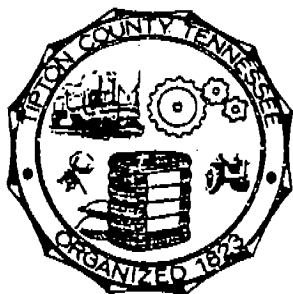
December 19, 2002

Date



# TIPTON COUNTY

JEFF HUFFMAN  
COUNTY EXECUTIVE  
PHONE (901) 476-0200  
FAX: (901) 476-0227




Wednesday, December 18, 2002

Mr. Barry Stephens, P.E.  
Technical Secretary  
Tennessee Air Pollution Control Board

Dear Mr. Secretary:

Upon evaluation of the document entitled Early Action Compact for the State of Tennessee and Tipton County, I have concluded that the compact serves the best interest of the citizens of Tipton County. I therefore sign this document with the express understanding that once the specific measures needed to stay in the compact are made known to me, I have the option of canceling Tipton County's participation in the compact. The opting-out of my area will result in the attainment designation process returning to status quo with no penalty to Tipton County.

Respectfully submitted, I am

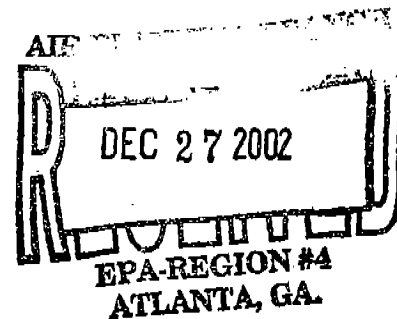
  
Jeff Huffman  
Tipton County Executive



STATE OF MISSISSIPPI  
DAVID RONALD MUSGROVE, GOVERNOR  
MISSISSIPPI DEPARTMENT OF ENVIRONMENTAL QUALITY  
CHARLES H. CHISOLM, EXECUTIVE DIRECTOR

December 24, 2002

Mr. James I. Palmer, Regional Administrator  
EPA Region IV  
Atlanta Federal Center  
61 Forsyth Street, SW  
Atlanta GA 30303-8960



Milton H. Hamilton, Jr., Commissioner  
Director Tennessee Department of Environment and Conservation  
L & C Tower, 21st Floor  
401 Church St.  
Nashville, TN 37243

Marcus C. Devine, Director  
Arkansas Department of Environmental Quality  
PO Box 8913  
Little Rock 72219

Gentlemen:

In 1997, the Environmental Protection Agency promulgated an 8-hour National Ambient Air Quality Standard for ground level ozone which is more stringent than and replaces the previous 1-hour ground level ozone standard. Monitoring by the Mississippi Department of Environmental Quality indicates that DeSoto County may be approaching or exceeding this 8-hour ground level ozone standard. Exceedance of the 8-hour ground level ozone standard by a county may cause that county or portions of that county to be classified as "non-attainment" for ground level ozone under the federal Clean Air Act.

We also understand that the Memphis, Tennessee, area will not attain the 8-hour standard for ozone and will likely be designated non-attainment. The State of Tennessee and the Memphis, Tennessee, area and surrounding area local governments are developing an Early Action Plan and entering into an Early Action Compact (EAC) or agreement as a proactive means of achieving

compliance with the 8-hour ozone standard ahead of the Federally-mandated compliance date.

Although we recognize that DeSoto County, Mississippi, is included in the Memphis Metropolitan Statistical Area, we believe that DeSoto County is a separate area and entity from the Memphis, Tennessee, area. Also, should the 8-hour standard not be attained, we believe that DeSoto County should be a separate non-attainment area from the Memphis area. The leadership of DeSoto County, by letter dated December 23, 2002, has expressed its support of the EAC. In the interest of regional cooperation and mutual benefit, the State of Mississippi joins DeSoto County in supporting the EAC for the Memphis, Tennessee, area and surrounding areas, including DeSoto County. The State of Mississippi also commits to participate in the stakeholder process that will develop the attainment plan for the Memphis, Tennessee, area and surrounding areas in the EAC.

The State, represented by MDEQ, will provide support to all participants throughout the planning and implementation process. Areas of support will include:

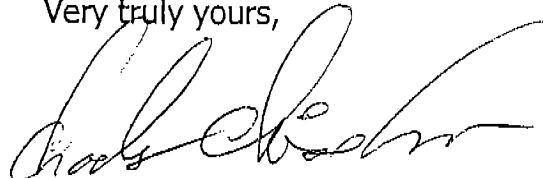
- Development of emission inventories, modeling process, trend analysis, and quantification and comparison of emission reduction strategies;
- Necessary information on all Federal and State adopted emission reduction measures which affect the area;
- Development of modeling and self-evaluation work
- Technical and strategic assistance, and staff support in the selection and implementation of emission reduction strategies;
- Developing and implementing processes to address the impact of emissions growth beyond the attainment date;
- Maintenance of monitors and reporting and analysis of monitoring data;
- Support for public education efforts;
- Coordination of communication between local areas and EPA to facilitate continuing EPA review of local work;
- Assistance in the development of and expeditious review of the locally developed Air Quality Implementation Plan (AQIP), and if deemed adequate, proposed modification of the Mississippi State Implementation Plan (SIP) to adopt the appropriate elements of the AQIP;
- Adoption of emission reduction strategies into the SIP as expeditiously as possible. The final complete SIP revision must be completed, adopted, and submitted by the State to EPA by December 31, 2004.

In addition, the State will continue to participate in and support the regional ozone modeling effort called the Arkansas, Tennessee, and Mississippi Ozone Study (ATMOS).

Furthermore, we understand that once specific measures needed to stay in the compact are made known to DeSoto County, they have the option of cancelling their participation in the compact and, subsequently, the State cancelling its participation in the compact. Such cancellation will result in the 8-hour ozone designation process returning to the status quo with no penalty to the area. Also, should sufficient Memphis, Tennessee, area local officials not sign on to the compact, DeSoto County reserves the right to cancel its participation and corresponding State participation in the compact and return the 8-hour ozone designation process to the status quo with no penalty to the area.

If you have any questions, please advise.

Very truly yours,

A handwritten signature in black ink, appearing to read "Charles H. Chisolm", written in a cursive style.

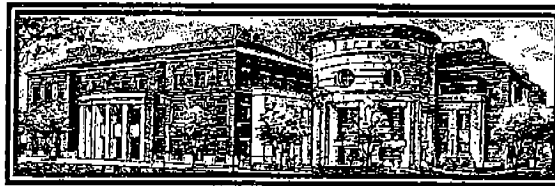
Charles H. Chisolm  
Executive Director

County	Site Name	MONITOR ID	2000 4th Max.	2001 4th Max.	2002 4th Max.	Design Value PPM
DeSoto Co	5 East South St., Hernando	280330002 - 1	0.092	0.075	0.091	0.086

**CHAMBERLIN/NOWAK**  
Attorney for the Board

**W.E. "Sluggo" DAVIS**  
Clerk of the Board

**DAVID ARMSTRONG**  
County Administrator



ADMINISTRATION BUILDING - 2000

**BOARD OF SUPERVISORS  
COUNTY OF DESOTO**

**365 LOSHER STREET, SUITE 310  
HERNANDO, MS 38632  
662-429-5590  
Fax 662-449-1422**

December 23, 2002

Mr. James I. Palmer  
Regional Administrator  
EPA Region IV  
Sam Nunn Atlanta Federal Center  
61 Forsyth Street S.W.  
Atlanta, GA 30303-8960

Mr. Marcus C. Devine  
Director  
Arkansas Department of Environmental Quality  
P. O. Box 8913  
Little Rock, AR 72219

Mr. Milton H. Hamilton, Jr.  
Commissioner  
Tennessee Department of Environment and Conservation  
L & C Tower, 21<sup>st</sup> Floor  
401 Church Street  
Nashville, TN 37243

Mr. Barry R. Stephens  
Director  
Division of Air Pollution Control  
Tennessee Department of Environment and Conservation  
L & C Annex, 9<sup>th</sup> Floor  
401 Church Street  
Nashville, TN 37243-1531

**BOARD OF SUPERVISORS**

**JESSIE L. MEDLIN**  
District 1

**EUGENE "Gene" C. THACH**  
District 2

**GERALD CLIFTON**  
District 3

**JOHN M.M. CALDWELL, SR.**  
District 4

**TOMMY LEWIS**  
District 5

Mr. Charles Chisolm  
Executive Director  
Mississippi Department of Environmental Quality  
P. O. Box 10385  
Jackson, MS 39289-0385

Gentlemen:

In 1997, the Environmental Protection Agency promulgated an 8-hour National Ambient Air Quality Standard for ground level ozone which is more stringent than and replaces the previous 1-hour ground level ozone standard. Monitoring by the Mississippi Department of Environmental Quality indicates that DeSoto county may be approaching or exceeding this 8-hour ground level ozone standard. Exceedance of the 8-hour ground level ozone standard by a county may cause that county or portions of that county to be classified as "non-attainment" for ground level ozone under the federal Clean Air Act. We also understand that the Memphis, Tennessee, area will not attain the 8-hour standard for ozone and will likely be designated non-attainment. The State of Tennessee and the Memphis, TN, area and surrounding area local governments are developing an Early Action Plan and entering into an Early Action Compact (EAC) or agreement as a proactive means of achieving compliance with the 8-hour ozone standard ahead of the Federally-mandated compliance date.

Although we recognize that DeSoto County, Mississippi is included in the Memphis Metropolitan Statistical Area, we believe that DeSoto County is a separate area and entity from the Memphis, Tennessee area. Also, should the 8-hour standard not be attained we believe that DeSoto County should be a separate non-attainment area from the Memphis area. However, in the interest of regional cooperation and mutual benefit, DeSoto County supports the EAC for the Memphis, TN area and surrounding areas, including DeSoto County. DeSoto County also commits to participate in the stakeholder process that will develop the attainment plan for the Memphis, TN area and surrounding areas in the EAC.

Furthermore, we understand that once specific measures needed to stay in the compact are made known to us, we have the option of cancelling our participation in the compact and such cancellation will result in the 8-hour ozone designation process returning to the status quo with no penalty to the area. Also, should sufficient Memphis, TN, area local officials not sign on to the compact, we reserve the right to cancel our participation in the compact and return the 8-hour ozone designation process to the status quo with no penalty to the area.

I represent DeSoto County and I have the necessary authority to enter into a commitment of this nature.

If you have any questions, please advise.

Very truly yours,

A handwritten signature in cursive script that reads "Jessie L. Medlin". The signature is written in dark ink and is positioned above the printed name and title.

Jessie Medlin  
President



# ADEQ

ARKANSAS  
Department of Environmental Quality

December 27, 2002

Mr. James I. Palmer, Regional Administrator  
EPA Region IV  
Atlanta Federal Center  
61 Forsyth Street, SW  
Atlanta GA 30303-8960

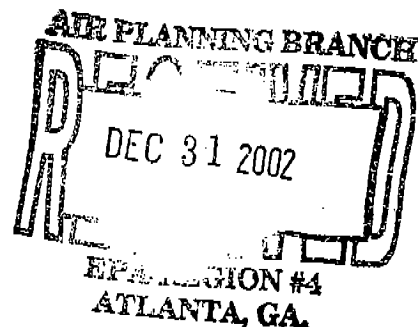
Mr. Gregg Cooke, Regional Administrator  
EPA Region VI  
1445 Ross Avenue  
Dallas TX 75202

Milton H. Hamilton, Jr., Commissioner  
Director Tennessee Department of Environment and Conservation  
L & C Tower, 21st Floor  
401 Church St.  
Nashville, TN 37243

Charles M. Chisolm, Executive Director  
Mississippi Department of Environmental Quality  
2380 Hwy 80 West  
PO Box 20305  
Jackson, MS 39289-1305

Gentlemen:

In 1997, the Environmental Protection Agency promulgated an 8-hour National Ambient Air Quality Standard for ground level ozone which is more stringent than and replaces the previous 1-hour ground level ozone standard. Monitoring by the Arkansas Department of Environmental Quality indicates that Crittenden County may be approaching or exceeding this 8-hour ground level ozone standard. Exceedance of the 8-hour ground level ozone standard by a county may cause that county or portions of that county to be classified as "non-attainment" for ground level ozone under the federal Clean Air Act.



We also understand that the Memphis, Tennessee, area will not attain the 8-hour standard for ozone and will likely be designated non-attainment. The State of Tennessee and the Memphis, TN, surrounding area local governments are developing an Early Action Plan and entering into an Early Action Compact (EAC) or agreement as a proactive means of achieving compliance with the 8-hour ozone standard ahead of the Federally-mandated compliance date.

We recognize that Crittenden County, Arkansas, is included in the Memphis Consolidated Metropolitan Statistical Area (CMSA). Crittenden County is a separate area and entity from the Memphis, Tennessee area and under separate state and local jurisdictions. Air quality studies have shown that Crittenden County is significantly impacted by other counties in the CMSA. As such, any benefit inured to Memphis under the EAC should also be enjoyed by other CMSA counties.

Several elected officials of Crittenden County have signed letters expressing their support of the EAC. In the interest of regional cooperation and mutual benefit, the State of Arkansas joins Crittenden County in supporting the EAC for the Memphis, TN area and surrounding areas, including Crittenden County. The State of Arkansas also commits to participate in the stakeholder process that will develop the attainment plan for the Memphis, TN, area and surrounding areas in the EAC.

The State, represented by ADEQ, will provide support to all participants throughout the planning and implementation process through a coordinated effort with the States of Tennessee and Mississippi. Areas of support will include:

- Development of emission inventories, modeling process, trend analysis, and quantification and comparison of emission reduction strategies;
- Necessary information on all Federal and State adopted emission reduction measures which affect the area;
- Development of modeling and self-evaluation work
- Technical and strategic assistance, and staff support in the selection and implementation of emission reduction strategies;
- Developing and implementing processes to address the impact of emissions growth beyond the attainment date;
- Maintenance of monitors and reporting and analysis of monitoring data;
- Support for public education efforts;
- Coordinate communication between local areas and EPA to facilitate continuing EPA review of local work;

- Assistance in the development of and expeditious review of the locally developed Air Quality Implementation Plan (AQIP), and if deemed adequate, proposed modification of the Arkansas State Implementation Plan (SIP) to the Arkansas Pollution Control and Ecology Commission to adopt the appropriate elements of the AQIP;
- Adoption of emission reduction strategies into the SIP as expeditiously as possible. The final complete SIP revision must be completed, adopted, and submitted by the State to EPA by December 31, 2004.

In addition, the State will continue to participate in and support the regional ozone modeling effort called the Arkansas, Tennessee, and Mississippi Ozone Study (ATMOS).

Furthermore, we understand that once specific measures needed to stay in the compact are made known to Crittenden County, they have the option of canceling their participation in the compact and, subsequently, the State canceling its participation in the compact. Such cancellation will result in the 8-hour ozone designation process returning to the status quo with no penalty to the area. Should participation in the compact be cancelled, Arkansas reserves the right to comment on proposed designations applicable to the Memphis CMSA prior to final rulemaking. Also, should sufficient Memphis, TN, area local officials not sign on to the compact, Crittenden County reserves the right to cancel its participation and corresponding State participation in the compact and return the 8-hour ozone designation process to the status quo with no penalty to the area.

If you have any questions, please advise.

Very truly yours,

A handwritten signature in black ink, appearing to read "Marcus Devine", with a stylized flourish at the end.

Marcus Devine  
Director

OFFICE OF

*The Crittenden County Judge*

100 Court Street  
Marion, Arkansas 72364

Melton Holt  
County Judge

(870) 739-3200  
FAX: (870) 739-3072

December 17, 2002

EPA Region VI  
EPA Region IV

Tennessee Department of Environmental Quality  
Mississippi Department of Environmental Quality  
Arkansas Department of Environmental Quality

Gentlemen:

In 1997, the Environmental Protection Agency promulgated an 8-hour National Ambient Air Quality Standard for ground level ozone. Monitoring by the Arkansas Department of Environmental Quality indicates that Crittenden County may be approaching or exceeding this 8-hour ground level ozone standard. Exceeding the 8-hour ground level ozone standard by a county may cause that county or portions of that county to be classified as "non-attainment" for ground level ozone under the Federal Clean Air Act.

We also understand that the Memphis, TN, area will not attain the 8-hour standard for ozone and will likely be designated non-attainment. We also understand that the State of Tennessee and the Memphis, TN area and surrounding area local governments are developing an Early Action Plan and entering into an Early Action Compact (EAC) or agreement as a proactive means of achieving compliance with the 8-hour ozone standard ahead of the federally mandated compliance date.

In the interest of regional cooperation and mutual benefit, Crittenden County supports the EAC for Memphis, TN and surrounding areas, including Crittenden County. Crittenden County commits to participate in the stakeholder process that will develop the attainment plan for Memphis, TN and surrounding areas in the EAC.

We understand that Crittenden County local government officials can end their participation in the EAC at anytime but believe that initiating an EAC is the best course of action for near-future progress in controlling ozone levels.

Yours truly,



Melton Holt, County Judge

# City of Marion

MAYOR  
FRANK A. FOGLEMAN

CITY ATTORNEY  
JAMES C. HALE III

POLICE COURT JUDGE  
FRED THORNE

CLERK / TREASURER  
FRANK G. BARTON III

14 MILITARY ROAD  
MARION, ARKANSAS 72364  
PHONE (870) 739-3071  
FAX (870) 739-2102

ALDERMEN  
SANDERS (SULLY) CARTER  
DON HANKS  
JIM SPENCE  
GARY RASH  
RICHARD T. COCKRILL  
CLIFF WOOD

December 16, 2002

EPA Region VI  
EPA Region IV

Tennessee Department of Environmental Quality  
Mississippi Department of Environmental Quality  
Arkansas Department of Environmental Quality

Gentlemen:

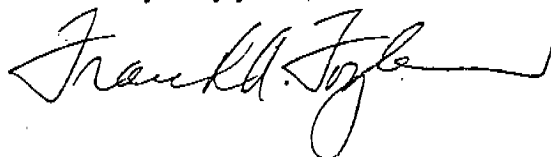
In 1997, the Environmental Protection Agency promulgated an 8-hour National Ambient Air Quality Standard for ground level ozone. Monitoring by the Arkansas Department of Environmental Quality indicates that Crittenden County may be approaching or exceeding this 8-hour ground level ozone standard. Exceedance of the 8-hour ground level ozone standard by a county or portions of that county to be classified as "non-attainment" for ground level ozone under the federal Clean Air Act.

We also understand that the Memphis, Tennessee, area will not attain the 8-hour standard for ozone and will likely be designated non-attainment. We also understand that the State of Tennessee and the Memphis, TN, area and surrounding area local governments are developing an Early Action Plan and entering into an Early Action Compact (EAC) or agreement as a proactive means of achieving compliance with the 8-hour ozone standard ahead of the Federally-mandated compliance date.

In the interest of regional cooperation and mutual benefit, Crittenden County supports the EAC for the Memphis, TN area and surrounding areas, including Crittenden County. Crittenden County commits to participate in the stakeholder process that will develop the attainment plan for the Memphis, TN area and surrounding areas in the EAC.

We understand that Crittenden County local government officials can end their participation in the EAC at any time but believe that initiating an EAC is the best course of acting for near-future progress in controlling ozone levels.

Very truly yours,





# City of West Memphis

William H. Johnson  
Mayor

December 20, 2002

Environmental Protection Agency - Region VI  
Environmental Protection Agency - Region IV

Tennessee Department of Environmental Quality  
Mississippi Department of Environmental Quality  
Arkansas Department of Environmental Quality

Gentlemen:

In 1997, the Environmental Protection Agency promulgated an eight hour National Ambient Air Quality Standard for ground level ozone. Monitoring by the Arkansas Department of Environmental Quality indicates that Crittenden County may be approaching or exceeding this eight hour ground level ozone standard. Exceeding the eight hour level ozone standard by a county may cause that county or portions of that county to be classified as "non-attainment" for ground level ozone under the federal Clean Air Act.

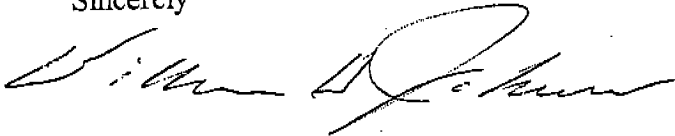
We also understand that the Memphis, Tennessee area will not attain the eight hour standard for ozone and will likely be designated non-attainment. We also understand that the State of Tennessee and the Memphis, Tennessee area and surrounding area local governments are developing an Early Action Plan and entering into an Early Action Compact (EAC) or agreement as a proactive means of achieving compliance with the eight hour ozone standard ahead of the Federally mandated compliance date.

In the interest of regional cooperation and mutual benefit, Crittenden County supports the EAC for the Memphis, Tennessee area and surrounding areas, including Crittenden County. Crittenden County commits to participate in the stakeholder process that will develop the attainment plan for the Memphis, Tennessee area and surrounding areas in the EAC.

EPA  
page 2

We understand that Crittenden County local government officials can end their participation in the EAC at any time, but believe that initiating an EAC is the best course of action for near future progress in controlling ozone levels.

Sincerely

A handwritten signature in cursive script, appearing to read "William H. Johnson".

William H. Johnson  
Mayor

WHJ/as

796 West Broadway, West Memphis, AR 72301  
Phone: 870-735-8148  
Fax: 870-735-8158

**West Memphis MPO**

# Fax

---

**To:** Barry Stephens, P.E., TDEC      **From:** Eddie Brawley, MPO Study Director

---

**Fax:** 615-532-0614      **Pages:** 5 (including this one)

---

**Phone:** 615-532-0554      **Date:** 12/20/2002

---

**Re:** EAC      **CC:** Anthony G. Davis, J. Carter S. Gray,  
Brenda Johnson, Herbert R. Sherrow, Jr.,  
Dwight Wylie

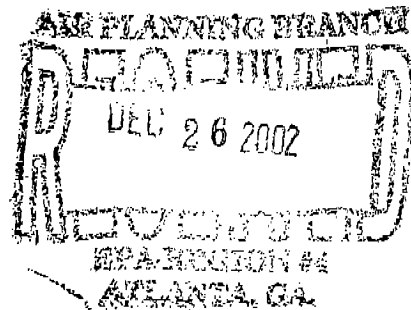
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☐ **Urgent**    ☐ **For Review**    ☐ **Please Comment**    ☐ **Please Reply**    ☐ **Please Recycle**

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• **Comments:** Mr. Stephens, Attached are letters of support from Crittenden County officials for the Memphis Area Early Action Compact. Originals will follow by mail. Please keep us informed of the progress and if any further actions on our part are needed. Thank you.





**EARLY ACTION COMPACT  
FOR THE  
State of Tennessee and Haywood Co. Local Area**

Prepared for  
**U. S. Environmental Protection Agency**  
Region 4  
Atlanta, Georgia

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## **1.0 PURPOSE OF THE EARLY ACTION COMPACT**

This Early Action Compact (EAC) serves as a Memorandum of Agreement among government agencies representing, collectively, local governments, state governments, including the Tennessee Air Pollution Control Board (TAPCB), and the United States Environmental Protection Agency (EPA). It is for the express purpose of commitment to EPA's "Protocol for Early Action Compacts Designed to Achieve and Maintain the 8-Hour Ozone Standard".

The "Protocol" allows for early voluntary 8-hour air quality improvement plans to be developed through a "Compact" between Local, State, and EPA officials for areas that are in attainment for the 1-hour ozone standard, but approach or monitor exceedances of the 8-hour standard. All areas in Tennessee are currently designated in attainment of the 1-hour ozone standard and, based on preliminary data for 2000 through 2002 a number of areas may not be in attainment of the 8-hour ozone standard. Thus, the areas are eligible and a good candidate for the Early Action Compacts.

The EAC requires the development of an early action plan that includes all necessary elements of a comprehensive air quality plan, but is tailored to local needs and driven by local decisions. As long as all Compact terms and milestones are met, the effective date of nonattainment designations is deferred, as are related requirements. The early action approach will offer a more expeditious timeline for achieving emissions reductions than EPA's expected 8-hour implementation rulemaking, while providing "fail-safe" provisions for the area to revert to the traditional State Implementation Plan (SIP) process if specific milestones are not met. Currently, EPA plans to make the designations for the 8-hour ozone standard in 2004.

According to the latest EPA guidance, this Compact is to be executed no later than December 31, 2002. The air quality improvement plan required of the Compact is to be completed and its elements submitted to the EPA no later than December 31, 2004 to be incorporated into the Tennessee State Implementation Plan.

## **2.0 BACKGROUND**

### **2.1 Air Quality Status/Trends in Tennessee**

The entire State of Tennessee is currently in attainment for all pollutants with established National Ambient Air Quality Standards. Portions of the State however, are not expected to be in attainment with the 8-hour ozone standard by the end of 2002.

Table 1 provides a summary of Haywood Counties 4<sup>th</sup> highest 8-hour average readings for 2000, 2001, and 2002 and the design value for the three year period. A design value of 85 ppb or greater represents a nonattainment situation, thus the Haywood County area is potentially classified with a nonattainment designation.

**TABLE 1**

**Summary Data for 8-Hour Ozone at the Monitoring Sites Within the Haywood County Area for 2000-2002**

County	Site Name	MONITOR ID	2000 4th Max.	2001 4th Max.	2002 4th Max.	Design Value PPM
Haywood Co	1741 Hillville Loop Road	470750003 - 1	0.093	0.081	0.085	0.086

Data Source Table 1. Final 2002 Data. There are no other ambient air ozone monitors in the area

## **2.2 History of Local Air Quality Planning Efforts**

Haywood County is currently attaining the 1 hour and is not expected to be in attainment for the 8 hour ozone air quality standard in 2002. No significant ozone air quality planning requirements have had to be implemented in this area in the past.

## **2.3 The Early Action Compact/Air Quality Improvement Plan**

Areas formally declared in violation of the NAAQS are designated “nonattainment areas” and must meet certain Clean Air Act requirements such as:

- A. New Source Review – requires a comprehensive review of new or expanded industrial operations to minimize air pollution. Emissions controls requirements are more stringent and costly than for attainment areas.
- B. Transportation Conformity – requires a demonstration that regional long-range transportation plans will not negatively affect progress toward attainment or federal highway funds can be withheld.
- C. Rate of Progress Requirements – a certain percentage of pollutants must be reduced each year.
- D. Failure to Attain – consequences of failure to reach attainment by the specified date include stricter control measures and the potential for stiff penalties.
- E. 10-year Maintenance Plan – includes additional or continuing mandatory programs for 10 years following attainment.

The area’s participation in the Early Action Compact Protocol offers several key advantages relative to the traditional nonattainment SIP process. These include:

- A. The EAC Protocol is designed to achieve clean air sooner than would be expected under the traditional nonattainment process.

- B. The EAC Protocol affords the signatories greater flexibility in selecting emission reduction measures and programs that are best suited to local needs and circumstances.
- C. The EAC Protocol ensures deferral of nonattainment designation and related requirements, thereby avoiding the stigma, cost, and economic development impacts associated with a nonattainment designation while the protocol remains in effect.

The cornerstone of the Early Action Compact Protocol is the Air Quality Improvement Plan (AQIP) developed to reduce local ozone-forming emissions and lower summertime ozone levels. It is the official attainment/maintenance plan for the area to be developed under the EAC Protocol agreement. It is a comprehensive air quality plan that will be incorporated into a formal Tennessee State Implementation Plan, and the area will be required to carry out this plan just as in nonattainment areas. Unlike a nonattainment area SIP plan, though, the AQIP will be tailored to local needs and driven by local decisions. The specific elements required of the AQIP are described below in Section 3.2.

According to the EAC Protocol, it must be completed and submitted by no later than December 31, 2004, to the EPA to be incorporated into the State SIP. However, recent guidance from EPA requires that the local plan must be complete and submitted to the State and EPA by March 31, 2004 to provide adequate time for Tennessee to adopt the plan as a State rule prior to submittal to EPA as a SIP revision by December 31, 2004.

## **2.4 Regional Interstate Coordination**

Tennessee has also participated in the Southern Appalachian Mountains Initiative and in VISTAS to coordinate air quality management in a multi-state fashion in East Tennessee. Tennessee is currently participating in ATMOS with the neighboring states in West Tennessee

## **3.0 MEMORANDUM OF AGREEMENT**

This Early Action Compact (EAC) is a Memorandum of Agreement between EPA and the local governments in the Haywood County area, County Executives and the state government represented by the TAPCB.. It is for the express purpose of developing and implementing an Air Quality Improvement Plan (AQIP) that will reduce ozone levels and achieve and maintain compliance with the 8-hour ozone standard in the Haywood County area.

### **3.1 General Provisions**

- A. The signatory parties commit to develop, implement and maintain the AQIP according to Protocol for Early Action Compacts endorsed by EPA on June 19, 2002 (as supplemented in a letter dated October 18, 2002, from Gregg Cooke, EPA, to Robert Huston, Texas Commission on Environmental Quality), and adhere to all terms and conditions stated in the Protocol. On November 14, 2002, EPA finalized its Early Action

Compact guidance memorandum for state and local governments that spelled out specific milestones and tasks for a state or local government to qualify for an early action compact.

- B. If the area fails to meet all the terms of the EAC, including meeting agreed-upon milestones, then it will forfeit its participation and will be subject to designation as nonattainment according to EPA's 8-hour ozone implementation rules.
- C. Before formal adoption into the Tennessee SIP, this agreement may be modified or terminated by mutual consent of all signatory parties, or any party may withdraw from the agreement. The local government signatories will approve the AQIP before it is submitted to the TAPCB for inclusion in the SIP. Once the AQIP elements are incorporated into the SIP, any modifications will be treated as SIP revisions.
- D. The signature date of the EAC is the start date of the agreement's term and the agreement remains in effect until December 31, 2007, except as specified above.

### 3.2 Air Quality Improvement Plan

The state and local governments agree to develop and implement an AQIP that will demonstrate attainment of the 8-hour ozone standard by December 31, 2007, and maintenance until at least 2012. The state and local governments will develop this plan in coordination with EPA, stakeholders, and the general public. The AQIP will include a process monitor and maintain long-term compliance with the standard. The AQIP will be finalized and submitted to EPA by March 31, 2004 for submittal by December 31, 2004, for SIP amendment. If a development or issue arises that may impact performance or progress toward milestones, the state or local government signatories will immediately notify all other signatories.

The AQIP will address the following major elements.

#### 3.2.1 Milestones and Reporting

To facilitate performance monitoring and communication with the EPA, TAPCB, and stakeholders, the EAC protocol requires that the EAC include clearly measurable milestones for the development and implementation of the AQIP. Major milestones established for this EAC are shown below in Table 2. The individual participants representing their respective area will assess and report all progress relative to these milestones to the state which in turn will report all progress relative to these milestones in a regular, public process at least every six months.

Table 2. Major Milestones for the Tennessee State and Local Early Action Compact.

MILESTONE	DATE
EAC Memorandum of Agreement Executed	31DEC02

<b>Identify &amp; Describe Likely Local Control Measures Being Considered</b>	<b>16JUN03</b>
<b>Initial Progress Report Prepared and Updated Every 6 Months</b>	<b>23JUN03</b>
<b>Emissions Inventories Completed</b>	<b>30JUN03</b>
<b>Base Case/Future Case Modeling Completed</b>	<b>30SEP03</b>
<b>Control Scenarios Modeling Completed</b>	<b>30NOV03</b>
<b>Adoption of Emission Reduction Measures</b>	<b>30JAN04</b>
<b>Completion/Adoption of Air Quality Improvement Plan and Submittal to the EPA for Review</b>	<b>31MAR04</b>
<b>Submittal of SIP</b>	<b>31DEC04</b>
<b>All Local Emission Reduction Strategies Implemented</b>	<b>31MAR05</b>
<b>Review Progress in Implementation of Reduction Strategies</b>	<b>30JUN06</b>
<b>EAC Expires</b>	<b>31DEC07</b>
<b>Annual Reviews of Growth</b>	<b>2008-2012</b>

### 3.2.2 Emission Inventories

Base case(s) and related future year (2007) emissions inventories will be developed by June 30, 2003. These inventories will be used for input for SIP-quality regional airshed modeling, thus they must be developed using tools that are suitable for this purpose and approved by both TDEC and EPA. The base case(s) inventories will be developed for 1999 or later episodes selected to be representative of typical ozone exceedance situations as determined with EPA episode selection guidance. The inventories will include:

- A. Point source emissions – employing TDEC Emission Inventory System data.
- B. Onroad mobile source emissions – employing Mobile 6 emission modeling based on appropriate locally modeled transportation data for the Haywood County areas.
- C. Nonroad sources - model data adjusted for local equipment usage.
- D. Area sources - data based, where possible, on local survey data.
- E. Biogenic sources – inventory developed employing methods acceptable to TDEC and EPA.

Where practicable, trends in emissions from the various source categories will be analyzed to provide a better understanding of emissions trends statewide and to facilitate verification of accuracy of the inventories.

### **3.2.3 Modeling**

All modeling will be based on the "Draft Guidance on the Use of Models and Other Analyses in Attainment Demonstrations for the 8-hour Ozone NAAQS" (EPA-454/R-99-004, May 1999). The modeling will follow the guidance as facilitated by the EPA Regional Office. Regional airshed modeling for the Air Quality Improvement Plan will employ an EPA-accepted modeling technique and appropriate EPA guidance for SIP-level modeling. Modeling protocol development, episode selection, model input preparation, and actual model simulations will involve close collaboration and agreement of the participating representatives, TAPCB, and EPA. As mentioned previously, there may also be opportunity to coordinate with representatives of other planning areas for efficiency and consistency in regional modeling efforts.

Base case and future case (2007) modeling are scheduled to be completed by September 30, 2003. Control strategy modeling including direction (e.g. effectiveness of VOC vs. NOx controls) and range finding (percent reduction scenarios -- i.e. needed reduction levels) as well as control strategies scenarios are scheduled to be completed by November 30, 2003.

All adopted Federal and State emission reduction measures that have been or will be implemented by March 31, 2005, will be included in base case, future case, and control strategy modeling.

Modeling efforts will be carefully documented. Model performance will be assessed to assure conformance with EPA's accepted model accuracy criteria. A technical support document describing the modeling effort and attainment demonstration will be part of the AQIP submittal.

### **3.2.4 Emission Reduction Strategies**

Following research of various emission reduction strategies and, with guidance provided by testing of various strategies with the developed regional airshed modeling, the participating stakeholders will select and adopt local emission reduction measures necessary to support demonstration of attainment of the 8-hour ozone standard by December 31, 2007. The research, selection, and adoption process for the local measures is scheduled to be completed by March 30, 2004. However, recent EPA guidance requires that likely local measures being considered for the AQIP should be identified and described by June 16, 2003.

The selected local emission reduction measures will be specific, quantifiable, and enforceable. Specific implementation dates, as well as detailed documentation and reporting processes will be provided for each.



The local emission reduction measures will be incorporated by the TAPCB into the SIP and submitted to EPA for review and approval. In the event the area desires to add, delete or substitute measures after SIP promulgation, the area will request a modification of the AQIP. Such modification will be treated as a SIP revision and facilitated by the Tennessee Department of Environment and Conservation (TDEC).

### **3.2.5 Maintenance for Growth**

The AQIP will include a component to address emissions growth at least 5 years beyond December 31, 2007, ensuring that the previous nonattainment or attaining participating areas will remain in attainment of the 8-hour standard during that period. The future attainment maintenance analysis may employ one or more of the following or any other appropriate techniques necessary to make such a demonstration:

- A. Modeling analysis showing ozone levels below the 8-hour standard in 2012;
- B. An annual review of growth (especially stationary and mobile sources) to ensure control measures and growth assumptions are adequate;
- C. Identification and quantification of federal, state, and/or local measures indicating sufficient reductions to offset growth estimates.

The AQIP will also detail a continuing planning process that includes modeling updates and modeling assumption verification (particularly growth assumptions) where changes in emissions inventories and growth assumptions warrant. The continuing planning process will consider and evaluate:

- A. All relevant actual new point sources and major modifications of existing sources;
- B. Impacts from increased emissions from potential new source growth;
- C. Future transportation patterns and their impact on air quality in a manner that is consistent with the most current adopted Long Term Transportation Plan and most current estimate of future local motor vehicle emissions as adopted in the Putnam County conformity documents approved by the U. S. Department of Transportation and EPA.

If the review of growth demonstrates that adopted emission reduction measures are inadequate to address growth in emissions, additional measures will be added to the AQIP through the SIP revision process.

### **3.2.6 Public Involvement**

Public involvement will be conducted in all stages of the planning and implementation process. Public education programs will be used to raise awareness regarding issues, opportunities for involvement in the planning process, implementation of control strategies, and any other issues important to the participants. Interested stakeholders will

be involved in the planning process as early as possible. They will be provided advance notice of meeting times, locations, and agenda for planning meetings. Plan drafts will be publicly available, and the document development process will have sufficient opportunities for comment from all interested stakeholders. . Stakeholders will include, at a minimum, local environmental groups, Chambers of Commerce and other business groups, and the transportation community. Public comment on the proposed final AQIP will follow the normal SIP revision process as implemented by TAPCB. Semi-annual reports detailing, at a minimum, progress toward milestones will be publicly presented and available.

### **3.3 Local, State, and EPA Commitments**

#### **3.3.1 State and Local Commitments**

The State, including TDEC, and Local Governments will jointly hold responsibility for the development and implementation of the early action plan (Air Quality Improvement Plan), as well as for maintaining communication with all parties to the Compact. The Local Air Pollution Control Programs will be the lead agencies in their respective counties. Other responsibilities include:

- A. Drawing up the Compact, which embodies the requirements described in the EAC Protocol, including a time line for milestones;
- B. Completing and signing by all parties of the Early Action Compact no later than December 31, 2002;
- C. Completing and adopting the emission reduction measures elements of the AQIP as part of the SIP no later than March 31, 2004.
- D. Notifying parties as soon as possible if Compact milestones will be missed or have been missed;
- E. Notifying parties as soon as possible if Compact modification/termination is to be requested.

#### **3.3.2 State Commitments**

The State, represented by TDEC and TDOT, will provide support to all participants throughout the planning and implementation process. Areas of support will include:

- A. Technical assistance in the development of emission inventories, modeling process, trend analysis, and quantification and comparison of emission reduction strategies;
- B. Necessary information on all Federal and State adopted emission reduction measures which affect the area;
- C. Critical third party review of emissions inventory, modeling, and self-evaluation work;

- D. Technical and strategic assistance, as appropriate, in the selection and implementation of emission reduction strategies;
- E. Technical and planning assistance in developing and implementing processes to address the impact of emissions growth beyond the attainment date; Maintenance of monitors and reporting and analysis of monitoring data;
- F. Support for public education efforts;
- G. Coordinate communication between stakeholders and EPA to facilitate continuing EPA review of local work;
- H. Propose a modification of the SIP to adopt the appropriate elements of the AQIP;
- I. Adoption of emission reduction strategies into the SIP as expeditiously as possible. The final complete SIP revision must be completed, adopted, and submitted by the state to EPA by December 31, 2004.

### **3.3.3 Tennessee Air Pollution Control Board Commitments**

The Tennessee Air Pollution Control Board, in consultation with TDEC, the local governments, interested stakeholders and members of the public will help to ensure that actions under the Early Action Compact are tailored to the needs of the Haywood County area that adequate progress is attained under the AQIP. In consultation with the aforementioned, the Tennessee Air Pollution Control Board will:

- A. By February 1, 2003 develop a plan for routine state-level consultation with members of the environmental, public health and business communities as well as opportunities for timely public input and comment.
- B. By March 1, 2003, develop measurable goals and milestones, building on those listed in Table 2: identify the consequences of failure to achieve goals and milestones and provide samples of acceptable control measures for the AQIP.
- C. Every 6 months conduct a formal review of progress attained under the EAC, including determining whether the terms of the EAC, in general and with respect to each local area, should be modified or revoked.

### **3.3.4 EPA Commitments**

The EPA will recognize the State and Local commitment to voluntarily adopt an early, substantive, scientifically-based and enforceable attainment plan with early

implementation of control measures by becoming a party to the Early Action Compact developed in conformance with the EPA's EAC Protocol. EPA responsibilities include:

- A. Provided that the monitor in the Haywood County area reflects attainment by December 31, 2007, EPA will move expeditiously to designate those areas as attainment and impose no additional requirements other than those federally approved SIP revisions undertaken pursuant to this Early Action Compact. The Office of Management and Budget (OMB) has announced changes for Core Based Statistical Areas (65 FR 82228, 12/27/2000 FR ) and plans to publish new lists of areas in June 2003. EPA will be evaluating OMB's new lists after they are released to determine whether they concur and/or can still use OMB's new definition for purposes of the starting point for nonattainment area boundaries. At that time EPA will also look at the nonattainment boundary guidance memo of 3/28/2000 to see if it might need updating based on the OMB work.
- B. If the monitor in the Haywood County area reflects nonattainment when EPA's 8-hour implementation guidelines call for designations or at any time during the area's participation in the Early Action Compact, EPA will defer the effective date of nonattainment designation and related requirements for the area as long as all terms and milestones of the compact are being met, including submission of the early action SIP revision by 2004.
- C. The EPA will provide technical assistance to the Haywood County area participants in the development of the AQIP.
- D. The EPA will move quickly to review and approve completed plans by no later than nine months after submission of the SIP revision by TDEC.
- E. Provided that the area has progressed from nonattainment to attainment status by December 31, 2007, EPA will move expeditiously to designate the area as attainment and impose no additional requirements.
- F. If at any time the area does not meet all the terms of this Compact, including meeting agreed-upon milestones, then it will forfeit its participation and be designated (or re-designated if necessary) according to EPA's 8-hour ozone implementation guidelines. The EPA will offer such an area no delays, exemptions or other favorable treatment because of its previous participation in this program.
- G. If the monitor identified in Table 1 violates the standard after December 31, 2007, the area will be designated nonattainment. TDEC will then submit a revised attainment demonstration SIP revision according to the

Clean Air Act (CAA) and EPA's 8-hour implementation rule, unless the 8-hour implementation schedule requires SIPs from 8-hour nonattainment areas before December 31, 2008. In that event, a revised attainment demonstration SIP revision for the participating area will be due as soon as possible but no later than December 31, 2008. In no event will EPA extend the attainment date for the area beyond that required by the CAA and/or EPA's 8-hour implementation rule.

- H. The region will not be allowed to renew this EAC after December 31, 2007, or to initiate a new compact if it has previously forfeited its participation.

### **3.4 Termination Provision:**

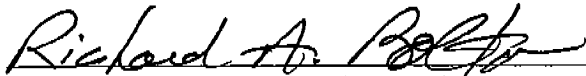
This Early Action Compact is offered to EPA in good faith as a way to achieve clean air quicker with the opportunity to tailor a control plan in the most beneficial way possible for the Haywood County area. It is expressly declared that prior to adoption of early control measures into the Tennessee SIP, a signatory to this Early Action Compact may opt out of the process by filing a written notice to the other signatories. In filing said written termination notice, the terminating entity will revert to the routine attainment designation process provided in the Clean Air Act and its implementing regulations in effect at the time of the signing of this document. If any of the participants or Haywood County, opt out of this process, the Haywood County area Compact shall be terminated. It is also recognized that if EPA deems the terminating entity's emissions are critical to the success of an Early Action Compact, EPA may nullify the Early Action Compact for the entire MSA.

In evaluating certain public participation documents that were filed as part of the process that created this document, it is apparent that not all entities agree with the concept of an Early Action Compact. If litigation should ensue that results in the inability of any entity to live up to the commitments made including actual SIP revisions, then the signatories shall have the option of withdrawing all or part of any SIP revision given to EPA as part of the Early Action Compact and EPA shall honor that withdrawal.

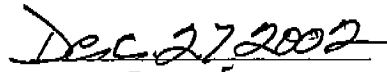
### 3.5

### Signatures

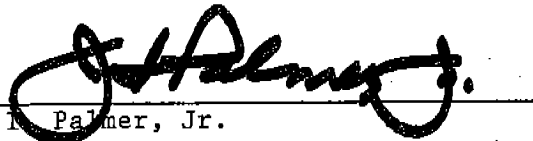
The signatory below, as authorized by the Tennessee Air Pollution Control Board Resolution approved December 11, 2002, has agreed to this Early Action Compact, which becomes effective on December 27, 2002. All other signatories shall be attached as appropriate.



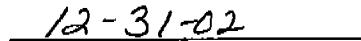
Mr. Richard A. Bolton, Vice-Chairman  
Tennessee Air Pollution Control Board



Date



J. I. Palmer, Jr.  
Regional Administrator  
Region 4



Date

#### 4.0 Table of Acronyms as Used in this Document

MSA	Metropolitan Statistical Area
EAC	Early Action Compact
EPA	Environmental Protection Agency
TAPCB	Tennessee Air Pollution Control Board
SIP	State Implementation Plan
ppb	parts per billion
GVWR	Gross Vehicle Weight Rating
OBD II	On Board Diagnostics
I/M	Inspection and Maintenance
TVA	Tennessee Valley Authority
NAAQS	National Ambient Air Quality Standards
AQIP	Air Quality Improvement Plan
SAMI	Southern Appalachian Mountain Initiative
VISTAS	Visibility Improvement State and Tribal Association of the Southeast
VOC	Volatile Organic Compound
NO <sub>x</sub>	Nitrogen Oxide
TDEC	Tennessee Department of Environment and Conservation
MPO	Metropolitan Planning Office
TDOT	Tennessee Department of Transportation
CAA	Clean Air Act

# HAYWOOD COUNTY

TELEPHONE (901) 772-1432



OFFICE OF  
COUNTY EXECUTIVE

COURTHOUSE

1 NORTH WASHINGTON • BROWNSVILLE, TN 38012

Upon evaluation of the document entitled *Early Action Compact for the State of Tennessee* and Haywood County, I have concluded that the compact serves the best interest of the citizens of Haywood County. I, therefore, sign this document with the express understanding that once the specific measures needed to stay in the compact are made known to me, I have the option of canceling Haywood County's participation in the compact. The opting-out of my area will result in the attainment designation process returning to status quo with no penalty to the area that I represent.

I certify that I have the necessary authority to enter into a commitment of this nature, and bind the area that I represent.

Name

Title

Date

John F. Sharpe Jr.  
Haywood County Executive  
12/26/02



## **BEFORE THE TENNESSEE AIR POLLUTION CONTROL BOARD**

### **CLEAN AIR EARLY ACTION RESOLUTION**

WHEREAS, the federal Clean Air Act ("CAA") requires that air quality in every state meet health based National Ambient Air Quality Standards, which includes a standard for ground level ozone;

WHEREAS, in 1997, the Environmental Protection Agency promulgated an 8-hour ground level ozone standard;

WHEREAS, ground level ozone is a prime ingredient in smog during the warmer weather seasons and can act as an irritant that may aggravate respiratory diseases and otherwise affect human health;

WHEREAS, monitoring by the Tennessee Department of Environment and Conservation and the four local air programs operating under a Certificate of Exemption from the board indicates that certain counties in Tennessee, may be approaching or exceeding the 8-hour ground level ozone standard;

WHEREAS, exceedance of the 8-hour ground level ozone standard by a county will cause that county or portions of that county to be classified as "non-attainment" for ground level ozone under the CAA;

WHEREAS, a non-attainment classification may result in restrictive permitting requirements including a defined growth policy for industry and restrictions on the distribution and use of federal highway funds within a non-attainment county, thereby resulting in negative economic impacts and diminished job growth;

WHEREAS, Section 68-201-103 of the Tennessee Air Quality Act instructs the Board and Department of Environment and Conservation to protect air quality in such a fashion as to maximize industrial development and full employment levels in the state;

WHEREAS, the local officials of counties of the state that may be exceeding the 8-hour ground level ozone standard place great value and importance on the health of their citizens and the related need for clean air;

WHEREAS, the Tennessee Air Pollution Control Board views participation in the Early Action Program as a proactive means of achieving compliance with the 8-hour ground level ozone standard ahead of the federally-mandated compliance date while avoiding unnecessary and burdensome federal restrictions that normally apply to non-attainment areas.

NOW, THEREFORE, in recognition of the above provisions, the Tennessee Air Pollution Control Board adopts this resolution to express its support for the process of developing Early Action Compacts for potential nonattainment areas of Tennessee in conformity with EPA's guidance on this subject. Further, the Board authorizes its Vice-Chair to sign any and all Early Action Compacts (EACs) whose language generally conforms with the draft Early Action Compact endorsed on December 11, 2002, and which are submitted individually or collectively by local governments comprising a potential nonattainment area as a cooperative means of improving air quality to meet applicable state and federal air quality standards. By entering into this resolution, the Board expects the Participating Counties to agree to the following:

1. Each Participating County will provide individuals to serve on a Steering Committee for each local area. The Steering Committee shall be representative of stakeholder interests, including but not limited to public health groups, environmental groups, the business community, transportation planners, and others. The Steering Committee will strive to finalize an Air Quality Improvement Plan. The Air Quality Improvement Plan is intended to direct implementation of proactive measures that will bring the Participating Counties into compliance with the 8-hour ozone standard consistent with Tennessee's Early Action Compact.
2. Once an Air Quality Improvement Plan is developed by the Steering Committee, each of the Participating Counties will consider adoption of the Air Quality Improvement Plan within the boundaries of the respective participating Counties consistent with the goals of the Early Action Compact.

Entered and approved by the following Board members on this, the 11<sup>th</sup> day of December, 2002.

Roll M. Holland  
John D. Sewell  
Stephen R. Bonnett  
Richard A. Bolch  
Mary J. Carter  
John P. ...  
Nancy English

Wilton Burnett Jr.  
Michael T. Crompton  
SHARON GOLOSWORDY  
Larry Waters